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| INFO | LOG-00 | ACDA-17 | ACDE-00 | AID-00 | CIAE-00 | OASY-00 | SRPP-00 |
| | EB-01 | EUR-01 | OIGO-01 | HHS-01 | H-01 | SSA-01 | TEDE-00 |
| | INR-00 | IO-08 | L-01 | ADS-00 | M-00 | NSAE-00 | NSCE-00 |
| | OIC-02 | OMB-01 | PA-02 | PM-00 | PRS-01 | P-01 | SP-00 |
| | SS-00 | TRSE-00 | T-00 | USIE-00 | DTC-01 | FMP-00 | PMB-00 |
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P 281444Z JUN 95
FM USMISSION GENEVA
TO SECSTATE WASHDC PRIORITY 3984
INFO SECDEF WASHDC//USDP/SOLIC/HRA
JOINT STAFF WASHDC//J4/J5//
USCINCEUR VAIHINGEN GE//ECJ2/ECJ3/ECJ4/ECJ5/POLAD//
USCINCEUR ALT SHAPE BE//ECCC//
USMISSION USNATO
AMEMBASSY ROME
USMISSION USUN NEW YORK

RELEASED IN FULL

UNCLAS SECTION 01 OF 04 GENEVA 005076

ROME FOR FODAG

STATE ALSO PASS TO AID FOR BHR AND BHR/OFDA

E.O. 12356: N/A
TAGS: PREF, EAID, MASS, AORC, UNHCR
SUBJECT: PROGRESS ON ~~UNHCR'S SERVICE PACKAGES~~ AND ON

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~~CREATING AN INTER-AGENCY FOCAL POINT~~ FOR CRISIS PLANNING

SUMMARY

1. AT AN INFORMAL MEETING TO FOLLOW-UP ON EARLIER CONSULTATIONS REGARDING SERVICE PACKAGES, UNHCR BRIEFED INTERESTED GOVERNMENTS ON PROGRESS IN DEVELOPING THE CONCEPT. THERE WAS NO/NO DISCUSSION OF CONTINGENCY PLANNING FOR ANY PARTICULAR CRISIS, BUT RATHER A GENERAL DISCUSSION OF SERVICE PACKAGES AS A FORM OF SELF-CONTAINED, IN-KIND, HUMANITARIAN ASSISTANCE. UNHCR STRESSED THE NEED TO MAINTAIN THE HUMANITARIAN CHARACTER OF THE RESPONSE TO EMERGENCIES. UNHCR'S PRESENTATION ON THE WHOLE WAS WELL-RECEIVED BY GOVERNMENTS AND WAS SUPPORTED BY REPRESENTATIVES FROM OTHER UN AGENCIES; THE MEETING'S DYNAMICS INDICATED MUCH CLOSER INTER-AGENCY COOPERATION THAN HAD BEEN PRESENT AT THE APRIL 3 CONSULTATION. SEVERAL PARTICIPANTS EMPHASIZED THE NEED

UNITED STATES DEPARTMENT OF STATE
REVIEW AUTHORITY: THEODORE SELLIN
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FOR PACKAGES TO BE MANAGEABLY-SIZED, FOR THEM TO BE COST-EFFECTIVE, AND FOR THE MILITARY TO BE USED ONLY AS A LAST RESORT IN MASSIVE CRISES. THE NETHERLANDS AND UK OTH EXPRESSED INTEREST IN PROVIDING MILITARY AND/OR CIVILIAN ASSETS FOR PARTICULAR SERVICE PACKAGES ON THE LIST.

2. THE UN INTER-AGENCY TASK FORCE ON THE USE OF MILITARY AND CIVIL DEFENSE ASSETS MET ON JUNE 15 AND REACHED CONSENSUS THAT A FOCAL POINT SHOULD BE ESTABLISHED FOR GOVERNMENTS INTERESTED IN PLANNING FOR AND PROVIDING SUPPORT TO UN HUMANITARIAN AGENCIES. DHA HAS CIRCULATED A PAPER OUTLINING THE FUNCTION OF THE PROPOSED UNIT. MISSION URGES CLOSE COORDINATION AMONG STATE, USAID AND DOD IN FORMULATING OUR RESPONSE ON SERVICE PACKAGES AND IN SUPPORTING THE POSSIBLE NEW INTER-AGENCY PLANNING UNIT. END SUMMARY.

UNHCR INFORMAL CONSULTATION ON SERVICE PACKAGES

3. UNHCR'S DIRECTOR OF PROGRAMS AND OPERATIONAL SUPPORT, NICHOLAS MORRIS, CHAIRED AN INFORMAL CONSULTATION ON SERVICE PACKAGES ON JUNE 13. HE DISCUSSED THE BACKGROUND NOTE FOR THE MEETING (FAXED EARLIER TO PRM/P), WHICH HAD DESCRIBED 20 PROPOSED PACKAGES FOR HUMANITARIAN ASSISTANCE (SEE FULL LIST, PARA 19). HE SAID THE REVISED LIST CONCENTRATED ON PACKAGES MOST LIKELY TO BE USED AND THE NEXT STEP WAS FOR UNHCR TO REFINE THE PACKAGES WITH TECHNICAL EXPERTS FROM GOVERNMENTS.

4. MORRIS NOTED BASIC PRINCIPLES FOR USE OF SUCH ASSETS, INCLUDING (A) THAT ANY USE OF SUCH ASSETS SHOULD BE EXCEPTIONAL, SHOULD BE CONSIDERED ONLY WHEN MORE NORMAL ARRANGMENTS ARE NOT POSSIBLE, AND SHOULD BE A COMPLEMENT TO, NOT SUBSTITUTE FOR, NORMAL IMPLEMENTING ARRANGEMENTS; AND (B) ALL ARRANGEMENT MUST BE BASED ON, AND BE PERCEIVED TO REFLECT, SOLELY HUMANITARIAN CRITERIA.

5. MORRIS EMPHASIZED THE CLOSE UNHCR COOPERATION WITH OTHER UN AGENCIES, PARTICULARLY THE DHA MILITARY AND CIVIL DEFENSE ASSETS (MCDA) PROGRAM AND THE ~~DHA CHAIRED TASK FORCE CHARGED WITH DEVELOPING A COMMON FRAMEWORK TO~~ ENSURE THE MOST EFFECTIVE USE OF MILITARY AND DEFENSE ASSETS IN SUPPORT OF ALL TYPES OF HUMANITARIAN PERATIONS WHERE THEIR USE IS APPROPRIATE. (NOTE. AT THE APRIL 3 MEETING, UNHCR NEVER EVEN MENTIONED MCDA. END NOTE.) HE THEN TURNED TO DHA/GENEVA DIRECTOR MARTIN GRIFFITHS, SEATED NEXT TO HIM AT THE HEAD TABLE, TO DISCUSS PLANS FOR THE JUNE 15 MEETING OF THE UN INTER-AGENCY TASK FORCE ON THE USE OF MILITARY AND CIVIL DEFENSE ASSETS.

6. GRIFFITHS SAID THE UNHCR DEVELOPMENT OF SERVICE

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PACKAGES WAS A MAJOR CONTRIBUTION TO THE UN SYSTEM IN GENERAL. HE SAID THE INTER-AGENCY TASK FORCE ENVISIONED ESTABLISHING A FOCAL POINT FOR PLANNING AND PRE-CRISIS SUPPORT, WITHOUT BECOMING AN INTERVENING BUFFER BETWEEN THE PROVIDER AND THE AGENCY REQUESTING IT. THIS FOCAL POINT WOULD BE AVAILABLE FOR USE DURING A CRISIS IF AGENCY(IES) DESIRED IT.

7. MARTIN ZAK OF THE INTERNATIONAL FEDERATION OF RED CROSS/CRESCENT SOCIETIES THEN DESCRIBED THE FEDERATION'S

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DEVELOPMENT OF STANDARDS FOR EMERGENCY RESPONSE UNITS IN HUMANITARIAN EMERGENCIES AND NATURAL DISASTERS. THE UNITS ARE PRE-POSITIONED BY NATIONAL SOCIETIES. ZAK EMPHASIZED THAT MILITARY ASSETS SHOULD BE USED ONLY IN EXTREME CASES; HE SAID THE FEDERATION KNOWS UNHCR AND REFUGEES AND "WE ARE CHEAPER, MUCH CHEAPER" THAN THE MILITARY.

8. THE MEDECINS SANS FRONTIERES REPRESENTATIVE STRESSED THE NEED FOR POLITICAL ACTION TO DEAL WITH CAUSES, NOT JUST SYMPTOMS, AND HE NOTED THERE WAS NO SERVICE PACKAGE FOR HUMAN RIGHTS OPERATIONS. HE SAID MORE REFLECTION WAS STILL NEEDED AND EXPRESSED SKEPTICISM THAT HUMANITARIAN ORGANIZATIONS IN A HUMANITARIAN CRISIS COULD BE REPLACED BY A MILITARY RESPONSE. HE ADMITTED, HOWEVER, THAT THERE WAS A NEED FOR SERVICE PACKAGES IN HUGE CRISES, THOUGH HE WAS SKEPTICAL ABOUT THEIR COST-EFFECTIVENESS.

9. FRANCE SAID SERVICE PACKAGES HAD BEEN ADVANCED AND IMPROVED CONSIDERABLY SINCE EARLIER DISCUSSIONS, BUT THEIR VOLUME AND SIZE COULD STILL BE REDUCED. FRANCE ALSO ASKED ABOUT A POSSIBLE SERVICE PACKAGE FOR ~~SECURITY~~ MORRIS LATER RESPONDED THAT SECURITY HAD BEEN EXCLUDED, PER AGREEMENT WITH KOFI ANNAN OF DPKO, BECAUSE IT IS REQUIRED IN A POLITICAL CONTEXT AND THE CONCEPT OF ~~SERVICE PACKAGES INVOLVES MILITARY ASSETS IN A NEUTRAL ENVIRONMENT~~

10. SWITZERLAND EMPHASIZED THE NEED TO DETERMINE THE LINE BETWEEN EXCEPTIONAL AND NORMAL SCENARIOS FOR HUMANITARIAN INTERVENTIONS, TO MAXIMIZE USE OF EXISTING CAPACITIES, AND TO ~~PHASE OUT MILITARY SUPPORT~~ WHEN NO LONGER NEEDED. DENMARK STRESSED THE NEED TO CONSIDER COST-EFFECTIVENESS (PRICE AND QUALITY).

11. THE NETHERLANDS EXPRESSED INTEREST IN SIGNING UP FOR PARTICULAR PACKAGES (ROAD TRANSPORT, FIELD HOSPITAL, ETC.). THE UK REP (FROM ODA) RESPONDED IN TERMS OF GOVERNMENT ASSETS, SINCE THE UK WILL PROVIDE CIVILIAN ASSETS ON A STANDBY BASIS. THE UK NOTED THAT IT WOULD

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BE PROVIDING SELF-CONTAINED FACILITIES WHOSE PERSONNEL AND EQUIPMENT WOULD BE RETRIEVED AT THE END OF THE OPERATION. THEY EXPRESSED PARTICULAR INTEREST IN AN AIR OPERATIONS CELL, STRATEGIC AIRLIFT, THEATER AIRLIFT, AIRPORT GROUND HANDLING SERVICES, WAREHOUSING AND STORE KEEPING, ROAD TRANSPORT, AND WATER TANKER OPERATION. JAPAN SAID THEY WILL CONSIDER A RESPONSE. JAPAN ALSO NOTED THE NEED FOR AGREEMENTS WITH HOST GOVERNMENTS REGARDING PRESENCE OF MILITARY PERSONNEL FROM OTHER COUNTRIES.

12. IN OUR INTERVENTION, WE NOTED THAT, IN AN IDEAL WORLD, HUMANITARIAN AGENCIES WOULD HAVE SUFFICIENT RESOURCES TO COPE WITH ALL CRISES AND THERE WOULD BE NO NEED FOR SERVICE PACKAGES. HOWEVER, EVENTS OF THE LAST SEVERAL YEARS -- INCLUDING NORTHERN IRAQ, THE CONTINUING SARAJEVO AIRLIFT, AND GOMA -- SHOWED THERE ARE TIMES WHEN MILITARY SUPPORT IS NECESSARY. WE EMPHASIZED THE NEED FOR SERVICE PACKAGES TO BE OF MANAGEABLE SIZE SO THAT NUMEROUS MILITARY ESTABLISHMENTS CAN BE INVOLVED. WE ALSO EMPHASIZED THE UTILITY OF A SINGLE PLANNING CELL, AS HAD BEEN DISCUSSED BY DHA'S GRIFFITHS. THE UK REP LATER SAID THEY AGREED WITH THE U.S.; IT IS "ABSOLUTELY ESSENTIAL" TO HAVE A SINGLE PLANNING CELL AND FOCAL POINT IN THE UN. HE SAID HE WAS DELIGHTED BY THE UNHCR-DHA COOPERATION AND HOPED OTHERS WOULD JOIN IN. IN RESPONDING ON THE SIZE OF THE PACKAGES, MORRIS LATER SAID THEY COULD BE RECONFIGURED BUT HE DEFENDED THE SIZES IN THE LATEST LIST OF PACKAGES.

13. THE WORLD FOOD PROGRAM REP SAID WFP SUPPORTS THE UNHCR INITIATIVE TO DEVELOP SERVICE PACKAGES. NOTING THAT FOOD IS A MAJOR, BULKY COMPONENT OF ANY AID PROGRAM, HE SAID WFP IS DEVELOPING ITS OWN COMPLEMENTARY PACKAGES (PRIMARILY FOOD AND LOGISTICS). (NOTE. UNICEF'S REP AT THE MEETING TOLD US AFTERWARD THAT THEY, TOO, WERE PLEASED WITH THE CURRENT DIRECTION OF THE INTER-AGENCY PROCESS ON MILITARY SUPPORT FOR HUMANITARIAN ASSISTANCE. END NOTE.)

14. IN CONCLUSION, UNHCR'S MORRIS SAID THAT THE FUTURE OF SERVICE PACKAGES WOULD BE ADDRESSED ON ~~THREE LEVELS~~

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TECHNICAL-LEVEL CONTACTS BETWEEN UNHCR AND GOVERNMENTS (INCLUDING POSSIBLY SMALL MEETINGS OF INTERESTED GOVERNMENTS); AS AN INTEGRAL PART OF ~~UNHCR'S EMERGENCY RESPONSE CAPACITY~~; AND A ~~UN SYSTEMWIDE RESPONSE~~ WITHIN THE DHA-RUN TASK FORCE, INCLUDING CONSULTATIONS WITH GOVERNMENTS. (NOTE. UNHCR HAS NO PLANS TO HOLD ADDITIONAL OPEN INFORMAL CONSULTATIONS SUCH AS THIS ONE. THAT IS JUST AS WELL, GIVEN THE PRESENCE OF IRAN

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AND IRAQ REPS AT THE MEETING. END NOTE.) MORRIS SAID UNHCR WOULD LIKE INDICATIONS FROM GOVERNMENTS REGARDING WHICH PACKAGES THEY ARE INTERESTED IN EXPLORING.

15. COMMENT. THE DYNAMICS AT THIS MEETING INDICATED MUCH CLOSER COOPERATION AMONG UN AGENCIES THAN HAD BEEN APPARENT AT THE APRIL 3 MEETING, AND WE BELIEVE THERE IS A GROWING CONSENSUS IN THE UN SYSTEM ON THE UTILITY OF SERVICE PACKAGES IN MASSIVE EMERGENCIES. MISSION URGES CLOSE COORDINATION AMONG STATE, USAID AND DOD REGARDING A POSSIBLE USG RESPONSE TO UNHCR ON SERVICE PACKAGES. UNHCR FULLY UNDERSTANDS THAT NO COMMITMENTS OF GOVERNMENT ASSETS CAN BE MADE IN ADVANCE OF A PARTICULAR EMERGENCY, BUT THEY ARE INTERESTED IN KNOWING WHAT PACKAGES IN GENERAL THE USG COULD END UP PROVIDING IN AN EMERGENCY. END COMMENT.

INTER-AGENCY FOCAL POINT FOR MILITARY/CIVIL ASSETS IN SUPPORT OF HUMANITARIAN OPERATIONS

16. TWO DAYS AFTER THE UNHCR CONSULTATIONS, UNDP, UNHCR, UNICEF, WFP, WHO AND DHA WERE REPRESENTED AT A JUNE 16 MEETING OF THE INTER-AGENCY TASK FORCE ON THE USE OF MILITARY AND CIVIL DEFENSE ASSETS. THERE WAS A CONSENSUS THAT A FOCAL POINT FOR THE USE OF SUCH ASSETS IN SUPPORT OF HUMANITARIAN OPERATIONS SHOULD BE ESTABLISHED. PARTICIPANTS BELIEVED THE FOCAL POINT SHOULD ACT IN SUPPORT OF ALL HUMANITARIAN AGENCIES. IT SHOULD SUPPORT COLLECTIVE PREPAREDNESS MEASURES AND PROVIDE A POINT OF ACCESS FOR GOVERNMENTS, REGIONAL ORGANIZATIONS AND DEFENSE FORCES INTERESTED IN PLANNING FOR AND PROVIDING SUPPORT TO HUMANITARIAN AGENCIES. THE MANDATE SHOULD COVER ALL MAJOR HUMANITARIAN EMERGENCIES REQUIRING THE USE OF MILITARY AND CIVIL DEFENSE ASSETS AS AN EXCEPTIONAL MEASURE (INCLUDING NATURAL AND TECHNOLOGICAL DISASTERS). ALL MEMBERS CONSIDERED THAT THE FOCAL POINT ~~SHOULD BE IN DHA~~ AND THE MAJORITY VIEW WAS THAT THE MOST EFFECTIVE LOCATION WOULD BE IN GENEVA. THE FOCAL POINT COULD ALSO SERVE AS A BACK-UP TO INDIVIDUAL AGENCY EFFORTS DURING CRISIS SITUATIONS.

17. BASED ON THIS DISCUSSION, ~~DHA HAS PROPOSED IN WRITING (FAXED TO PRM, IO, OFDA AND OSD/SOLIC)~~ THAT A UNIT BE LOCATED IN DHA/GENEVA TO BE RESOURCED THROUGH CONTRIBUTIONS FROM INTERESTED GOVERNMENTS, TO BE ACCOUNTABLE TO THE DHA U/SYG, AND TO HAVE AN OVERSIGHT COMMITTEE COMPRISED OF MEMBERS OF THE IASC TO PROVIDE GUIDANCE AND SUPPORT. THE FUNCTIONS OF THE UNIT WOULD BE TO:

-- PROVIDE GOVERNMENTS AND DEFENSE ESTABLISHMENTS WITH A FOCAL POINT WITHIN THE UN HUMANITARIAN COMMUNITY;

-- DEVELOP AND IMPROVE PREPAREDNESS MEASURES, INCLUDING DOCTRINE, CONTINGENCY PLANNING, STANDARD OPERATING

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PROCEDURES AND STRATEGIES RELATED TO MILITARY/CIVIL
DEFENSE SUPPORT TO HUMANITARIAN OPERATIONS;

-- LIAISE WITH INTERESTED GOVERNMENTS, REGIONAL
ORGANIZATIONS AND DEFENSE ESTABLISHMENTS CONCERNING THE
USE OF MILITARY AND CIVIL DEFENSE ASSETS;

-- IF REQUIRED, SERVE AS A BACK-UP TO INDIVIDUAL AGENCY
EFFORTS DURING CRISIS SITUATIONS;

-- DEVELOP AND MAINTAIN A DATABASE OF AVAILABLE M/CD
ASSETS, A FRAMEWORK FOR MOBILIZATION PROCEDURES AND
PRINCIPLES FOR THEIR USE; AND

-- SERVE AS A FOCAL POINT FOR INFORMATION ON AND
SUPPORT TO TRAINING AND OTHER PREPAREDNESS MEASURES.
THIS WOULD INCLUDE EFFORTS TO IMPROVE INTER-OPERABILITY
BETWEEN HUMANITARIAN AND MILITARY ORGANIZATIONS,
ASSISTANCE TO COUNTRIES AND ORGANIZATIONS CONDUCTING

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HUMANITARIAN-MILITARY TRAINING EXERCISES AND
PARTICIPATION, IF APPROPRIATE, IN SUCH EXERCISES.

DHA PROPOSES THAT THE MANDATE FOR THE UNIT BE FOR AN
INITIAL PERIOD OF ONE YEAR, WITH THE EXTENSION SUBJECT
TO REVIEW BY THE IASC AND DONOR GOVERNMENTS.

18. COMMENT: DHA'S PROPOSAL TAKES A GIANT STEP TOWARD
ESTABLISHMENT OF THE JOINT HUMANITARIAN PLANNING AND
CRISIS CENTER WHICH WE HAVE BEEN PUSHING. IT IS MORE
SUBSTANTIAL ON THE PLANNING SIDE THAN ON THE OPERATIONS
SIDE, BUT ITS PROPOSED ROLE AS A BACK-UP DURING CRISES
IS ABOUT ALL THAT IS ACCEPTABLE RIGHT NOW TO ALL UN
EMERGENCY AGENCIES. IT IS OUR VIEW THAT WE SHOULD START
WITH WHAT DHA HAS PROPOSED AND THEN SEE HOW IT EVOLVES
OVER TIME. THAT WILL DEPEND TO A LARGE EXTENT ON WHICH
PRINCIPAL DONORS, INCLUDING THE USG, SUPPORT THE UNIT
THROUGH SECONDMENTS AND IT MAY EVENTUALLY REQUIRE
INSISTENCE THAT IT BE USED AS A HEADQUARTERS
COORDINATION UNIT DURING LARGE-SCALE EMERGENCIES. END
COMMENT.

UNHCR'S LIST OF SERVICE PACKAGES

19. UNHCR'S BACKGROUND NOTE DATED JUNE 6 LISTED THE
PROPOSED SERVICE PACKAGES AS FOLLOWS. BEGIN TEXT.

- AIR OPERATIONS: AIR OPERATIONS CELL, STRATEGIC
AIRLIFT, THEATER AIRLIFT, AND AIRPORT GROUND HANDLING
SERVICES

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- LOGISTICS: WAREHOUSING AND STORE KEEPING, ROAD
TRANSPORT

- HEALTH: FIELD HOSPITAL

- WATER SUPPLY: HYDROGEOLOGICAL SURVEY, WATER TANKER
OPERATION, SURFACE WATER, BOREHOLE DRILLING, WATER
TREATMENT, WATER DISTRIBUTION, WATER STORAGE

- SANITATION: LATRINE CONSTRUCTION, VECTOR CONTROL,
SOLID WASTE MANAGEMENT, WASTE WATER SYSTEMS

- ENGINEERING: SITE PREPARATION/SITE DEVELOPMENT, ROAD
CONSTRUCTION
END TEXT.
SPIEGEL

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